

Report

Report to: Planning Committee

Date of Meeting: 10 August 2021

Report by: Executive Director (Community and Enterprise

Resources)

Application no. P/20/1847

Planning proposal: Erection of residential (over 55's community) dwellings, 60 bedroom

care home, associated onsite commercial centre and leisure facilities, associated roads, access, landscaping, open space, parking and

supporting infrastructure (Planning Permission in Principle)

1 Summary application information

Application type: Permission in principle

Applicant: Lannraig Wellbeing Resort Ltd

Location: Kersewell Mains Farm

A70 From Carnwath to Boundary by Tarbrax

Carnwath Lanark ML11 8LG

2 Recommendation(s)

2.1 The Committee is asked to approve the following recommendation(s):-

(1) Grant planning permission in principle (subject to conditions) based on conditions attached

2.2 Other actions/notes

- (1) The Planning Committee has delegated powers to determine this application.
- (2) If planning consent is granted, the decision notice should be withheld until a Planning Obligation in respect of the following matters has been concluded between the applicant and the Council.
- A phasing plan to ensure that the residential dwellings are built in tandem with the associated leisure resort
- A restriction on the occupancy of the development by way of ensuring that the dwellings are restricted to at least one occupant of 55 years or more
- A commuted sum in lieu of onsite affordable housing provision for use within the Clydesdale Housing Area
- The provision of at least 1.5 hectares of canopy cover through compensatory tree planting
- The provision of a shuttle bus
- The provision of a cycle/foot path running along the northern boundary of the site

The applicant will be responsible for meeting the Council's reasonably incurred legal expenses in respect of the legal agreement and restoration guarantee quantum.

In accordance with agreed procedure, should there be no significant progress, on behalf of the applicant, towards the conclusion of the Legal Agreement within 6 months of the date of the Committee, the proposed development may be refused on the basis that, without the planning control / developer contribution which would be secured by the Legal Agreement, the proposed development would be unacceptable.

If, however, this matter is being progressed satisfactorily the applicant will be offered the opportunity to enter into a Processing Agreement, if this is not already in place. This will set an alternative agreed timescale for the conclusion of the Legal Agreement.

3 Other information

Applicant's Agent: Lesley McGrathCouncil Area/Ward: 03 Clydesdale East

Policy Reference(s): South Lanarkshire Development Plan 2

Policy 1 Spatial Strategy Policy 2 Climate change

Policy 4 Green Belt and Rural Area Policy 5 Development Management and

Placemaking Policy 11 Housing

Policy 12 Affordable Housing

Policy 14 Natural and Historic Environment

Policy 15 Travel and Transport

Policy 16 Water Environment and Flooding Policy DM1 New Development Design

Policy SDCC2 Flood risk

Policy SDCC3 Sustainable Drainage Systems

Policy DM15 Water Supply

Policy DM16 Foul Drainage and Sewerage

Policy NHE2 Archaeological Sites and Monuments

Representation(s):

38 Objection Letters
2 Support Letters
7 Comment Letters

♦ Consultation(s):

Scottish Forestry Central Scotland Conservancy

Environmental Services

Countryside and Greenspace

Business Development

Scottish Water

Tarbrax Community Council

Black Mount Community Council

Carnwath Community Council

Roads Development Management Team

West of Scotland Archaeology Service

SEPA Flooding

Roads Flood Risk Management

Arboricultural Services

Nature.Scot

Housing Services

Planning Application Report

1 Application Site

- 1.1 The planning application site relates to an area of land extending to approximately 42.14 hectares. It comprises a mixture of established woodland and agricultural grazing. The northern boundary of the site comprises the A70 public road with the site being bounded to the south and west with further agricultural land. The eastern boundary is defined by an existing, unclassified road, leading from the A70 to the settlement of Kersewell, which is located directly south-east of the application site. Beyond this road to the east is further woodland and agricultural grazing.
- 1.2 The application site is located within a larger landholding owned by the applicants that currently benefits from an extant planning permission in principle for a leisure development including a golf course, hotel, leisure pool, spa and gym as well as approximately 700 holiday lodges. This larger application site, hereon referred to as the Leisure Resort, comprises the current application site and then extends eastwards to include the agricultural land and farm complex of Kersewell Mains Farm, the extent of which is defined by tree belt and rougher grazing fields which slope down to the North Medwyn River.

2 Proposal(s)

- 2.1 Planning permission in principle is sought for the erection of a residential, retirement development for over 55 year olds (described as the Pentland Villages). The residential development would comprise a mixture of approximately 300 permanent dwellings and a 60 bed care home. These residential premises would also be served by an on site commercial centre incorporating retail and café/ dining as well as resident's gym and swimming pool, library, lounge, tennis court, coffee shop, convenience store and concierge service. A new vehicular access is proposed off the A70. The site includes two extensive clearings within the woodland and the indicative site plan shows both these roundels being the main areas for development to minimise tree removal. As noted, the application is for planning permission in principle only and whilst a masterplan has been submitted it is indicative only at this stage.
- 2.2 In support of the applicants a planning statement has been submitted which states that the overall leisure and retirement village is a fresh and dynamic concept for the current health focused lifestyle market, whilst delivering environmental and economic benefits to the local area, South Lanarkshire and the wider central belt of Scotland. It would bring together the 'connecting threads' of Wellbeing, Sustainability, Community and Nature. The proposal addresses the growth in the older population with people living longer, healthier lives and reflects the move towards inclusive multi-generational developments. The Lannraig Community & Resort comprises 3 main 'sectors' ie Pentland Villages which will create the 'Community' at the heart of the Resort which also reflects recent trends that successful resorts are based around 'full-time' residents rather than transient visitors. Secondly the Family Resort comprising 400 lodges designed and sympathetic to the surroundings along with a 200 bed hotel. The resort will be set around a central hub, with the commercial and amenity centre offering an emphasis on family experiences. Finally, the Wellness & Golf Sector comprising a spaand thermal suite, golf course and an Integrated Medical Wellness Centre. The proposals do not involve the provision of mainstream housing and the applicant proposes that there would be restrictions on the age of any occupant for it to be classified as "retirement living".
- 2.3 As well as the indicative masterplan, the application is supported by a suite of technical documents to inform consideration of the proposals. These include a Design and Access Statement, Ecological Surveys and Assessments including Arboriculture

Report, Socio and Economic Appraisal, Noise Assessment, Flood Risk and Drainage Impact studies, Transport Assessment and a Landscape and Visual Assessment.

3 Background

3.1 National Policy

- 3.1.1 National Planning Framework 3 (NPF3) June 2014 identifies 4 primary outcomes for the long-term spatial development of Scotland:
 - A successful sustainable place
 - A low carbon place
 - A natural resilient place
 - A connected place
- 3.1.2 Scottish Planning Policy advises that the planning system is about where development should happen, where it should not and how it would interact with its surroundings. Proposals should, inter alia, take a positive approach to sustainable and high-quality development and make efficient use of land to deliver long-term benefits for the public whilst protecting and enhancing natural and cultural resources and the wider environment. The planning system should, in all rural areas, promote a pattern of development that is appropriate to the character of that particular area, encourage rural development that supports prosperous and sustainable communities and businesses whilst protecting and enhancing environmental quality. Further, SPP advises the planning system should enable the development of attractive, well designed, energy efficient, good quality housing that contributes to the creation of successful and sustainable places and allocate a generous supply of land to meet identified housing requirements across all tenures.

3.2 **Development Plan Status**

- 3.2.1 Under the terms of Section 25 of the Town and Country Planning (Scotland) Act 1997, all applications must be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan comprises the approved Glasgow and the Clyde Valley Strategic Development Plan 2017 (GVCSDP) and the adopted South Lanarkshire Local Development Plan 2 (SLLDP2) 2021.
- 3.2.2 The proposed development requires to be considered against the Glasgow and Clyde Valley Strategic Development Plan 2017 (GCVSDP). This strategic plan sets a vision of making the Clydeplan region a resilient, sustainable, compact city region attracting and retaining investment and improving the quality of life for people and reducing inequalities through the creation of a place which maximises its economic, social and environmental assets and fulfils its potential by 2036. The GCVSDP acknowledges the role housing plays in the overall economic, social and environmental success of the city region and recognises that house building delivers wider benefits to society through employment creation and benefits to local community facilities.
- 3.2.3 On 17 August 2020, the Directorate for Planning and Environmental Appeals issued its report of the Examination of SLLDP2 and a number of modifications to the plan were recommended. At the Planning Committee on 1 December 2020 members agreed to the approval of all of the modifications; the publication and public deposit of the Plan, as modified; and the submission of the Plan to Scottish Ministers. SLLDP2 was formally adopted on 9 April 2021. In this regard the application site and associated proposal is affected by the following policies contained in SLLDP2:

Policy 1 Spatial Strategy

Policy 2 Climate change

Policy 4 Green Belt and Rural Area

Policy 5 Development Management and Placemaking

Policy 11 Housing

Policy 12 Affordable Housing

Policy 14 Natural and Historic Environment

Policy 15 Travel and Transport

Policy 16 Water Environment and Flooding

Policy DM1 New Development Design

Policy SDCC2 Flood risk

Policy SDCC3 Sustainable Drainage Systems

Policy DM15 Water Supply

Policy DM16 Foul Drainage and Sewerage

Policy NHE2 Archaeological Sites and Monuments

3.3 Planning Background

- 3.3.1 The proposals involve a major development as the site area is over 2 hectares in size and therefore the applicant was required to carry out statutory pre-application consultation (Planning Ref: P/20/0011/PAN). A Pre-Application Consultation Report has been submitted as part of this application.
- 3.3.2 Due to the scale and nature of the application, an Environmental Impact Assessment (EIA) screening was carried out prior to the application being submitted (Planning Ref: P/20/1069). It was assessed that the proposals did not constitute an EIA development.
- 3.3.3 The application site sits within a larger landholding extending to approximately 193 hectares on which planning permission in principle was granted in March 2011 (CL/05/0439) for a hotel, leisure, golf course and chalet development. The consent was subject to a section 75 agreement to control the phasing of the development.
- 3.3.4 A section 42 application CL/13/0455 to extend the period for the submission of matters of approval conditions attached to the Planning Permission in Principle was granted in February 2014.
- 3.3.5 A Section 42 approval CL/16/0482 was granted in February 2017 to vary Conditions 1, 2 and 7 of Consent CL/13/0455 for Leisure Resort Development to amend timescale for submission of ecological studies and surveys. Reference to ecology and habitat surveys was omitted entirely from condition 1. Condition 2 was varied to take account of potential changes to the masterplan resulting from recommendations contained in the ecological reports. In addition, condition 7 was re-worded to address this matter as a separate issue requiring the survey information to be submitted within 18 months of the date of the consent or 6 months of the date of the submission of the masterplan required by condition 1, whichever is the sooner. This was to give the applicant the necessary flexibility to carry out this work but ensure control over the development.
- 3.3.6 A further Section 42 approval (P/20/0179) was granted in May 2020 to vary condition 1 of CL/16/0482 to add a requirement for all external lighting, including floodlighting and street lighting to be a matter specified by condition (MSC) and requiring to be addressed through any said further MSC application(s). This permission in principle is the extant planning permission that is currently in place on the larger site and referred to as the Leisure Resort.

4 Consultation(s)

4.1 Roads and Transportation Services (Development Management) – Access to the development is proposed to be via a newly formed ghost island junction off the A70. This arrangement is in keeping with the previously approved access arrangements to the wider Leisure Resort and is acceptable in principle providing design standards can be met. Information has been provided to demonstrate that the design of the ghost island junction generally meets the design standards. In terms of visibility the appropriate visibility of 4.5mx215m has been identified and shown on the submitted plans. This visibility is shown to be achievable with site clearance and alterations to road levels as a result of the construction of the access road and the ghost island junction. The applicant has provided a Stage 1 Road Safety Audit for the proposed junction. In response a series of recommendations have been suggested in relation to signage, speed limits and pedestrian facilities and they have been accepted by the applicants.

The initial length of the internal access road should be 7.3m in width to provide resilience in the event of emergencies / road works being undertaken as this is the sole access point. Public Utilities must be installed in a manner that will allow future access to them without the need to close the road. This will be agreed at the Road Construction Consent stage. To ensure emergency access can be provided to the development a cycleway which can also be used as an emergency access should be provided. The remainder of the internal roads are to be designed in accordance with Designing Streets and the National Roads Development Guide (NRDG).

Constraints along the A70 mean that the applicant is unable to deliver a cycleway which conforms to Cycle by Design along the A70. As a result the applicant has undertaken discussions with neighbouring land owners and has agreement in principle to create a cycleway conforming to Cycle by Design on their land. This cycleway would be adopted by South Lanarkshire Council and run largely parallel with the A70.

Hourly bus services have been identified in Carnwath which link to Lanark Bus Station and Carstairs Railway Station. The provision of the dedicated cycleway from the development to Carnwath would make the use of these services more likely. The applicant has also submitted a Bus Service Strategy (20118Rep01 – Bus Service Strategy) detailing the applicants' proposals to provide a shuttle bus service to both the wellbeing resort and the retirement village. The Strategy is acceptable and should be implemented prior to any occupation of dwellings to ensure travel choice is available from the outset.

The Transport Assessment submitted with the application included an assessment of trips to the development by treating the residential element as standard residential opposed to retirement whilst also undertaking an updated profiling exercise on visitors to the wellbeing resort and accounting for staff. The combination of these elements result in a realistic trip generation being estimated. The junction modelling undertaken shows that the proposed site access, the A70/A721 mini-roundabout and the A70/B7016 singalised junction would operate within capacity.

<u>Response</u>: Noted. The Planning Obligation will include requirements in relation to the provision of the new cycle and footway and the details of the proposed bus service. Other matters will be addressed at the detailed application stage and conditions are proposed to be attached to the Permission in Principle if granted to ensure this.

4.2 <u>Environmental Services</u> – have no objections to the proposals subject to dust mitigation and details of the storage and collection of commercial waste requiring further approval. Also requested advisory notes relating to Health and Safety requirements for commercial premises, non-domestic food preparation, potential

contaminated land and construction standards for operation are added to any decision notice if issued.

Response: Noted. Appropriate conditions and advisory notes will be added to any consent if issued.

4.3 <u>Scottish Water</u> – have no objections to the proposals. Note that they currently have water capacity in the area to serve the development but that there is no public waste water infrastructure within the vicinity of the site and therefore the applicant may be required to investigate private treatment options.

<u>Response</u>: Noted. Waste water management forms part of the recommended matters specified by condition.

4.4 <u>Nature.Scot</u> – have no objection and note that whilst the application site is approximately 12km from a Special Protection Area and Ramsar site (Westwater SPA and Westwater Ramsar site) it is unlikely to have an impact upon the integrity of the qualifying interest of either the SPA or the Ramsar. Therefore there is no appropriate assessment required as part of the application. Also referred to general standing advice for protected species.

Response: Noted regarding the appropriate assessment. Further surveys for protected species will be required prior to any construction activity and therefore forms part of the recommended matters specified by condition.

4.5 <u>Scottish Forestry</u> – note that whilst 1.4ha of canopy coverage is to be removed only 1.25ha is proposed in compensation. Compensatory planting should be at least equivalent in size to the removal area. Also require further details of woodland removal and management scheme.

Response: Following this concern being raised with the applicant, compensatory planting of 1.5ha canopy cover is now proposed within the wider landholding which would be secured by a legal agreement to ensure its delivery. Woodland removal and management forms part of the recommended matters specified by condition.

4.6 <u>West of Scotland Archaeology Service (WOSAS)</u> – no objections to the proposals subject to a suitable archaeological condition.

Response: Noted and archaeological mitigation forms part of the recommended matters specified by condition.

4.7 <u>Countryside and Greenspace</u> – consider the woodland management plan should require additional detail in relation to the duration of herbicide use, Japanese Knotweed control to ensure it is only treated on site and changes the variety of tree species to be more beneficial to pollinators as well as increasing shrub layer species within the existing woodland and not just the proposed planting areas. The planning submission notes that there is a risk of garden waste dumping impacting upon the woodland if not controlled. The submission also notes that the proposed housing and gardens could be designed to provide biodiversity benefits. SUDS and swales could also be designed to incorporate biodiversity benefits. In terms of access they are content with the proposed linkages through the site. There is a potential Right of Way on third party land adjacent to the site which could be linked onto.

Response: Noted and as set out in 4.5 above, woodland removal and management forms part of the recommended matters specified by condition. It is considered that given the rural nature of the site and the applicant's commitment to sustainable development including biodiversity, it is appropriate to require biodiversity to be at the forefront of the design of the proposals and therefore a biodiversity statement forms part of the recommended matters specified by condition. An access strategy also forms part of the recommended matters specified by condition. This would include linking to all existing paths within the locale where possible.

4.8 <u>Arboriculture Services</u>— raised issues regarding level of compensatory planting and require further details of woodland management.

Response: The level of compensatory planting has now been increased to slightly over the 1.4ha to be removed. Woodland management and planting form part of the recommended matters specified by condition.

4.9 <u>Housing Services</u>— note the bespoke nature of the tenure as described above and do not consider it would be compatible with on-site provision of affordable housing. Therefore, request that a commuted sum is provided to fund affordable housing within the Clydesdale Housing Area.

Response: The affordable housing contribution forms part of the recommended legal agreement. It should be noted that the applicant is willing to provide the commuted sum as requested.

4.10 <u>Business Development</u>— have reviewed the Economic Assessment submitted with the application and are content that the proposals, in tandem with the Leisure Resort would bring economic benefit to the locale.

Response: Noted.

4.11 The following consultees had no comments to make in relation to the proposed development:

Black Mount Community Council Carnwath Community Council Tarbrax Community Council SEPA Flooding Roads Flood Risk Management

5 Representation(s)

- 5.1 The proposal was publicised as an application requiring advertisement due to the nonnotification of neighbours and development which is contrary to the development plan in the Lanark Gazette on 13 January 2021. Following this publicity and the carrying out of neighbour notification, 38 letters of objection have been received. The points raised are summarised as follows:-
 - (a) The proposed development is contrary to the Local Development Plan including not being zoned for housing

Response: This matter is assessed in detail in Section 6 below.

(b) Impact on local infrastructure including schools, medical facilities, the public water network and Affordable Housing.

Response: Given the over 55 demographic proposed it is considered unlikely that school age dependents would be prevalent within the development. The proposed development includes quasi medical care for the residents but generally it is not considered that the development is of a scale that would impact medical provision within the area. As noted in 4.3 above, Scottish Water are content there is adequate water capacity within the area. A commuted sum towards affordable housing provision within the Clydesdale Housing Area will be a planning obligation attached to any decision if issued.

(c) Increase in traffic, impact on road and pedestrian safety

Response: Roads and Transportation (Development Management) have no objections to the proposals in terms of the impact on the wider road network and the access into the development. A new cycle and footpath link to Carnwath will

be provided and the applicants are proposing a shuttle bus intended to reduce car travel.

(d) Lack of Public Transport

Response: The applicant has proposed to provide a bus service from the development. This service would also provide public transport for staff and visitors within the Leisure Resort. It is proposed that this planning obligation is secured via a legal agreement.

(e) Loss of privacy

Response: The application is at planning permission in principle stage only and, therefore, if approved, details of window to window distances and other development management criteria would be required to be further assessed through further application(s).

(f) Noise Impact

Response: The application is at planning permission in principle stage only and, therefore, if approved, further details in relation to the noise impact of the proposals, both construction and operation, as with other detailed development management criteria would be required to be further assessed through further application(s). Environmental Services have no objections to the application.

(g) Impact on protected species and wildlife including loss of habitat and trees. Lack of sustainable development and biodiversity.

Response: Protected species surveys and a phase 1 habitat survey have been carried out. Assessment of the ecological impact is set out in section 6 below. In addition, 1.5ha of compensatory canopy is now proposed within the Leisure Resort to replace that which would be removed as part of these proposals. Biodiversity forms a matter specified by condition to ensure more sustainable development through increased biodiversity. It is also noted that there is also an extant permission to develop the site for approximately 700 lodges as part of the Leisure Resort and the principle of development on the site has been established.

(h) Japanese Knotweed on site

Response: The further approval of a suitable strategy for the on-site destruction of this invasive species forms part of the matters specified by condition which would be assessed as part of any further application(s).

(i) Impact on natural drainage of the area including increased flooding

<u>Response</u>: The application is for Planning Permission in Principle and therefore whilst a Drainage Impact Assessment was submitted it is considered that full details of the site's drainage will require detailed assessment through a further application(s). It is again noted that the principle of development on the site has been established by the Leisure Resort and therefore, in principle, drainage and water management have been deemed acceptable.

(j) Management of the construction

Response: A detailed construction management plan forms part of the further matters specified by condition. This would require details of the construction compounds, hours of operations and management of noise, dust and light to be submitted for approval.

(k) Retirement and care home proposals are within an inappropriate, rural and remote location.

Response: The proposals involve a well-being community and on-site medical facilities. It is considered that these proposals would result in residents having medical assistance nearby if required.

(I) The proposals are of a scale that is not appropriate at this location.

Response: The masterplan approved under the extant permission for the wider landholding identifies the application site being developed for approximately 700 lodges. The footprint of the retirement village would not exceed that of the original concept.

(m) Impact on Historical Assets

Response: It is considered that the proposals would have no more additional impact upon the historic environment than the lodges approved under the extant consent. A condition requiring archaeological mitigation forms part of the matters specified by condition. WoSAS have no objections to the proposals as noted in 4.6 above.

(n) Restricting the properties to the over 55s breaches the Equalities Act Response: A potential breach of separate legislation is not a planning matter. Nevertheless legal advice is that a restriction of this nature is appropriate and

meets the tests to be considered when preparing a Planning Obligation.

(o) The development may take decades to be built out, similar development within the area has stalled.

Response: To ensure the residential development is built out at the same time as the Leisure Resort, a phasing plan controlling the timing of the delivery of the retirement village in association with the carrying out of the different parts of the wider resort forms a requirement of the recommended legal agreement.

(p) The application site provides walking routes for locals

Response: The proposals involve connecting the application site with the Leisure Resort and join other established routes where possible. The proposals are not for a gated or secured community and all existing walking routes would remain open to members of the public.

(q) A legal agreement should be used to ensure the proposals are restricted to over 55.

Response: As noted in the recommendation and throughout the report, a legal agreement would be used to ensure the occupancy of the development is restricted by age.

(r) Timing of the application prior to Christmas and within a pandemic. Adequacy of planning submission, especially the Landscape and Visual **Impact Assessment.**

Response: The planning system has continued to operate as normal during the pandemic. The applicant followed the correct statutory public consultation procedures that were introduced at the start of the pandemic. There is also nothing to prevent an application being submitted over a holiday period. In addition all representations submitted after the statutory 21 day notification and publicity period have been accepted and referred to in this report.

(s) Impact on property values

Response: This is not a material planning consideration.

- 5.2 2 letters of support and 7 letters taking neither a position of support or objection have also been submitted in relation to the application.
- 5.3 These letters are available for inspection on the planning portal.

6 Assessment and Conclusions

- 6.1 Under the terms of Section 25 of the Town and Country Planning (Scotland) Act 1997 all applications must be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan comprises the approved Glasgow and the Clyde Valley Strategic Development Plan 2017 (GVCSDP) and the adopted South Lanarkshire Local Development Plan 2 2021 (SLLDP2).
- 6.2 In terms of national planning policy, National Planning Framework 3 (NPF3) June 2014 identifies 4 primary outcomes for the long-term spatial development of Scotland:
 - A successful sustainable place
 - A low carbon place
 - A natural resilient place
 - A connected place
- 6.3 Scottish Planning Policy (SPP) 2020 builds on the primary outcomes set out within NPF3 and advises that the planning system is about where development should happen, where it should not and how it would interact with its surroundings. Proposals should, inter alia, take a positive approach to sustainable and high-quality development and make efficient use of land to deliver long-term benefits for the public whilst protecting and enhancing natural and cultural resources and the wider environment. SPP also emphasises the importance of the plan-led approach to development, which is especially important in the provision of housing land. The planning system should, in all rural areas, promote a pattern of development that is appropriate to the character of that particular area, encourage rural development that supports prosperous and sustainable communities and businesses whilst protecting and enhancing environmental quality. SPP introduces a presumption in favour of sustainable development and states that the planning system should support economically, environmentally and social sustainable places by enabling development that balances the costs and benefits of a proposal over the longer term. In paragraph 29, SPP sets out the principles that should be taken into account when assessing whether a proposal supports sustainable development. Giving due weight to net economic benefit and improving health and well-being by offering opportunities for social interaction and physical activity are two of these principles.
- 6.4 In terms of the Glasgow and Clyde Valley Strategic Development Plan 2017 (GCVSDP), this strategic plan sets a vision of making the Clydeplan region a resilient, sustainable, compact city region attracting and retaining investment and improving the quality of life for people and reducing inequalities through the creation of a place which maximises its economic, social and environmental assets and fulfils its potential by 2036. The proposals are of a scale that would be likely to impact on the vision and spatial development strategy of the SDP. However they would be located on a site already identified for development through the extant consent. In addition as described later in this section they will bring significant economic benefits to the wider area, incorporate opportunities to enhance the natural environment through woodland planting and involve the retention and enhancement of existing foot and cycleways.
- 6.5 In terms of the adopted South Lanarkshire Local Development Plan 2, Policy 1 'Spatial Strategy' of the SLLDP2 states that the Plan will encourage sustainable economic growth and regeneration, protect and enhance the built and natural environment and

move towards a low carbon economy and that this will be achieved, inter alia, by supporting 'development that accords with and supports the policies and proposals in the development plan and supplementary guidance.

- The site is located within land designated as Rural Area in SLLDP2 and the application therefore requires to be assessed under Policy 4 'Green Belt and Rural Area'. This states that support will not be given for development proposals within the Rural Area, unless they relate to uses which must have a countryside location. Nevertheless Policy 4 recognises that there are specific circumstances where proposals may require to be located within a rural area if it can be demonstrated that there is an established need for the proposed development. Further guidance on appropriate uses within the Rural Area are set out within Policy GBRA2 Business Proposals within Green Belt and Rural Area.
- 6.7 In general terms the principle of development on the application site and the wider landholding has been established by the various consents that have been granted. The form of development approved relates to leisure which is an appropriate use in the countryside. The approved masterplan identifies the current application site for around 700 holiday lodges which itself would have an impact on the amenity and character of the area and on the local road network in terms of traffic generation. It is noted that the consent for the wider leisure development does not require a bus service to be provided nor for active travel provision into Carnwath. Nevertheless proposals for residential development of the scale intended is not compatible with planning policy in the rural area and therefore it is concluded the proposals do not accord with the development plan.
- 6.8 This outcome is acknowledged by the applicants and they have submitted a justification in support of the application as described in section 2.2. They contend that the retirement village should be seen in the context of, and relationship with, the wider leisure development on the adjoining land in their ownership. They point to the environmental and economic benefits to the local area, South Lanarkshire and the wider central belt of Scotland and that in overall terms all of the elements proposed bring together the 'connecting threads' of Wellbeing, Sustainability, Community and Nature.
- 6.9 Detailed consideration has been given to whether this argument is sufficient to merit a departure from policy. The creation of a well-being community is a modern concept that has not been fully introduced into Scotland before. Nevertheless there is evidence of this type of model being delivered in other parts of the world and indeed many of the 'threads' referred to are emerging through planning policy at a national level. As a standalone development the creation of a retirement village in this rural location would not be appropriate. However the links with the wider leisure resort are strong and the presence of a permanent community would enhance the overall development. As noted above, NPF3, SPP and the GCVSP seek to create development that provides a high quality of life. It is considered that a development focused on the well-being of its community is intrinsically wedded to this ideal. The proposals are for a bespoke retirement living style which focuses on healthy living with onsite leisure provision tied into the Leisure Resort. It is considered that the existence of the Leisure Resort sets the current proposals apart from mainstream housing.
- 6.10 In addition the economic benefits would be significant in terms of employment and investment in the local economy. An Economic Assessment (EA) formed part of the planning submission which states that the construction impact of the proposals would result in approximately 1,477 full time jobs over a 7 year construction period, bringing some £8 million of annual economic output within South Lanarkshire during the first 5

years of construction. This is significantly greater than would be involved in the construction of the approved lodges. Further the EA concludes that a fully developed Leisure Resort together with the well-being community would provide 930 full time jobs with an annual, economic output of approximately £26.4 million once fully developed. This is significant in the context of the local economy especially as it recovers from the pandemic. In addition it is considered that the permanency of the dwellings ensures a definite user of the facilities which may not be seen through seasonal holiday lodges where full occupancy is not guaranteed.

- 6.11 The replacement of approximately 700 holiday lodges with a well-designed, low carbon community is considered to represent a net environmental gain overall and the design principles proposed, in tandem with the net economic gain and high quality of life that would be provided are considered material considerations that, in this instance, add weight to the principle of the proposals being acceptable where they do not fully accord with the strategy of the Development Plan. It is therefore considered that, on balance, the principle of the proposals can be supported. To ensure the site is not subsequently developed for mainstream housing or the dwellings occupied as envisaged by the applicants it is intended that the occupancy of the dwellings in the village is restricted by age. This would be achieved through a Planning Obligation and is a matter the applicants have agreed to. In addition it is essential that the phasing of the retirement village in relation to the leisure resort is closely managed to ensure both elements are delivered in tandem. The Planning Obligation would therefore include a phasing element.
- 6.12 Notwithstanding the above for the application to be acceptable a range of other material considerations have to be addressed to ensure the proposals are appropriate. Policy 2 'Climate Change' of the SLLDP2 states that proposals for new development must, where possible, seek to minimise and mitigate against the effects of climate change. This is further supported through Policy 5 Development Management and Placemaking which states that development proposals should take account of and be integrated within the local context and built form. New development should also have no significant adverse impacts on the local community. Policy DM1 New Development Design provides additional design criteria in support of both these policies.
- As previously noted the application is for planning permission in principle and whilst 6.13 the design details submitted are only indicative, the planning submission states a commitment to sustainable, low carbon design including district heating. It is considered that proposals for low carbon design, such as energy efficient layouts. green construction such as garden roofs and rain water recycling would result in a low carbon and sustainable development as well as adding to the biodiversity of the area. It is considered that low carbon construction and design including district heating and biodiversity creation would be matters that would be required to be submitted as further matters specified by condition. In terms of the design of the proposals in relation to the local context and the impact on the local community, it is considered that the rural nature of the site with surrounding woodland ensures that their visual impact within the landscape would be minimal. The proposals are not immediately adjacent to any existing neighbour and it is considered that, subject to good design, they would not impinge upon the amenity of any local community. It is considered that, subject to these conditions, the proposals comply with the relevant criteria of the development plan in this regard.
- 6.14 Policy 11 Housing states that there will be a minimum five year effective supply of housing land at all times during the lifetime of the plan. It is considered that as this is bespoke, non-mainstream housing on an undesignated site it would not be included

within any effective housing land supply and would not have any impact on housing provision within the Council boundary.

- 6.15 Policy 12 Affordable Housing states that on sites of 20 units or more, the Council would expect developers to provide 25% of the site's capacity for affordable housing or, if on-site provision is not appropriate, a commuted sum may be considered acceptable if there is no alternative provision. In this instance, given the specific tenure of the proposals, Housing Services consider that on-site provision of affordable housing would not be suitable for affordable housing and therefore are content to accept a commuted sum equivalent to 25% of the site's capacity. The applicant has committed to providing a commuted sum and this forms part of the recommended legal agreement. The sum would be used on affordable housing provision within the Clydesdale Local Housing Area.
- 6.16 Policy 14: Natural and Historic Environment provides the context for assessing all development proposals in terms of their effect on the character and amenity of the natural and built environment. It is noted that the site already has an extant permission in principle to be developed through the Leisure Resort which must be borne in mind as part of any assessment.
- 6.17 There are no designated historic assets such as listed buildings or Conservation areas within the application site. There is 1 scheduled monument running along the northern edge of the application boundary which is a Roman Road that is assumed to have connected the Roman forts at Craiglockhart, near Edinburgh to one at Castledykes, Carstairs. The Roman Road is thought to run under what is now this part of the A70. Policy NHE2 Archaeological Sites and Monuments states that Scheduled monuments shall be preserved in situ and in an appropriate setting. In this instance the scheduled monument does not have its own setting given it is located under the A70. The planning submission contains a Cultural Appraisal which notes the scheduled monument, depending on its exact location under the A70 may be affected by the proposed access but given that it is currently hidden, it could not have a significantly adverse impact upon its setting. The Cultural Appraisal proposes archaeological monitoring of all works on and adjacent to the Roman Road to preserve the Roman Road by record. WoSAS have no objections to the proposals and it is considered that. in principle, the archaeological mitigation is acceptable subject to the detail requiring further approval. The site itself has a reasonably high archaeological potential and WoSAS recommend archaeological mitigation through a schedule of archaeological works, including trial trenching within the development area. These works would also form a matter specified by condition if permission were to be granted. It should be noted that to ensure the works in relation to the Roman Road are specific to this scheduled monument, they should require their own further approval and should be separated from any general scheme of archaeological works for the site as a whole.
- 6.18 There are 4 listed buildings within 1km of the application site but it is considered that they would be unaffected by the proposals given the distance they are form the site, intervening screening including woodland, the A70 and the settlement of Kersewell.
- 6.19 In terms of the natural environment, the application site does not contain any ecological designation. Policy 14 requires development not to have an adverse impact upon protected species. An Ecological Appraisal, including an extended phase 1 habitat survey has been submitted in support of the proposals which concluded that there would be no adverse effect on protected species. It is considered that the areas of agriculture are cultivated land that are not of great habitat value. In relation to the woodland that would be required to be removed, this does have a good habitat value, although it is noted that the proposed woodland removal would result in a loss of only

approximately 8% of the surrounding woodland and that this would be replaced through compensatory planting. The proposals would allow the opportunity for new habitat creation and biodiversity improvements as part of any works. Nature Scot have no objections to the proposals, noting the findings of the Ecological Appraisal. Given the proposals are only in principle, it is considered that further surveys should be carried out prior to any development commencing on site and therefore further survey work is a recommended further matter specified by condition.

- 6.20 3 Sites of Special Scientific Interest (SSSI) are within 2km of the site boundary. Carstairs Kames SSSI and River Clyde Meanders SSSI are both located on the fringes of the 2km distance from the site. Both are designated for their geological features and therefore these qualifying features would not be affected by the proposals in any way. The Carnwath Moss SSSI is closer to the site but still over 1km away. This SSSI is designated for its bogland and it is considered that given the distance it is from the application site they are not hydrologically connected.
- 6.21 Policy NHE13 Forestry and Woodland states that development proposals should seek to manage, protect and enhance ancient semi-natural woodland and in all cases where woodland removal is proposed, compensatory planting will be proposed. In this instance, the proposals do involve the loss of ancient semi-natural woodland. Firstly it is noted that the principle of the woodland removal has been established through the Leisure Resort consent. The current planning submission proposes minimising woodland removal where at all possible by concentrating the main development within the existing roundels within the site. The proposed access would require the loss of trees and in total approximately 1.4ha of canopy cover would be removed as part of the development. Compensatory planting of 1.5ha is proposed within the wider Kersewell estate to offset this loss. Formal woodland management of the remaining woodland is also proposed. This formal woodland management would benefit the remaining woodland by active management which would ensure the woodland is maintained in an optimum condition for the tress to flourish. It is considered that the full detail of the woodland management should be a matter specified by condition. In terms of the compensatory planting, as it is located within the larger Leisure Resort area and not within the current application site, it is considered more appropriate for it to be secured via a planning obligation within a legal agreement. Again this forms part of the recommendation.
- 6.22 Policy NHE18 Walking, Cycling and Riding Routes requires the Council to safeguard existing and proposed walking, cycling and riding routes. The proposals involve the creation of footpath and cycling routes to connect into the Leisure Resort and the wider path network. The proposals do not involve the closing of any designated routes and paths and instead these would be improved to benefit the well-being ethos of the proposals. Any construction that may temporarily impact upon existing routes would require suitable diversions to be put in place. Again, as the application is for permission in principle, the details of all paths and any temporary diversions are a matter requiring further detailed approval.
- 6.23 Policy 15 Travel and Transport requires that new development does not impact upon any existing walking or cycle route and promotes sustainable travel, where at all possible. As noted internal walking and cycling routes are proposed as part of the well-being concept of the proposals. A cycleway is to be provided along the northern boundary of the site running parallel with the A70. A bus service is to be provided to serve the application site as well as to provide public transport for members of staff for both this site and the Leisure Resort. In addition Roads are content that with the conclusions of the Transport Assessment that trip generation will not impact on the

local road network. It is, therefore, considered that the proposals accord with the relevant criteria of this policy.

- Policy 16 Water Environment and Flooding states that development proposals within 6.24 areas of flood risk or that are detrimental to the water environment will not be supported. Policies SDCC2 Flood Risk and SDCC3 Sustainable Drainage Systems provide further detailed advice in support of Policy 16. DM15 and DM16 provide further policy criteria in relation to water supply and waste water respectively. The application site is not identified as having a high risk of flooding on SEPA's flood risk map. A Drainage Impact Assessment and Flood Risk Assessment have been submitted in support of the application. Both documents provide evidence that the proposals would not exacerbate potential flooding in the area and the site would be drained adequately using a suitable drainage system. Scottish Water have confirmed that there is adequate connection to the water supply for the proposals but in relation to waste water there are no connections within the locale for the development to utilise. The Drainage Impact Assessment notes that the nearest sewerage is 1.5km away and suggests the development would connect into this system. However Scottish Water assume that a private treatment facility would be utilised. As with the Leisure Resort approval, it is considered that in principle waste water can be managed subject to the applicant providing further details of an acceptable waste water treatment. It is therefore considered that, subject to the exact details and method of waste water treatment and onsite drainage requiring further applications as a matter specified by condition, the proposals comply with the relevant criteria of the development plan in this instance.
- In conclusion it is therefore considered that the proposals do not accord with the development plan. Taking into account the economic benefit of the proposals in tandem with the concept of providing a high quality of living through the well-being ethos proposed, the sustainable nature and low carbon design principles proposed and that the dwellings are connected to an extant Leisure Resort permission, it is considered that on balance these material considerations are of sufficient weight to, exceptionally, justify a departure from the development plan in this instance. It should be noted that this is predicated on the occupancy restriction as proposed by the applicant, the phasing plan that ensures this current application is built in tandem with the building of the Leisure Resort to ensure that they are indeed linked and that the proposed low carbon design concept, including community heating, are used throughout the development. It has also been concluded that the proposals, subject to further detailed matters specified by condition, accord with policy on development management matters in the development plan.
- 6.26 It is therefore recommended that a departure from the development plan is acceptable for the reasons set out below and that planning permission in principle be granted subject to the conclusion of a Planning Obligation to address the matters described on the front page of the report.
 - The creation of a well-being community in tandem with the leisure resort accords in principle with planning policy emerging at a national level in particular in terms of the themes of Wellbeing, Sustainability, Community and Nature
 - The proposals in tandem with the wider leisure development would result in significant economic benefits in terms of employment and investment in the local economy.

- The proposals represent a net environmental gain overall compared to the 700 lodges that would have been developed on the site particularly in terms of the design principles proposed and the commitment to enhance woodland creation and management and biodiversity
- The associated Planning Obligation that is proposed will ensure, through a restriction on the occupancy of the dwellings by age, that the retirement village will function in perpetuity and that its delivery will progress in tandem with the creation of the leisure resort
- There are no infrastructure implications associated with the development and there would not be an adverse impact on the built and natural environment.

7 Reasons for Decision

7.1 For the reasons set out in 6.26 above.

Michael McGlynn Executive Director (Community and Enterprise Resources)

Date: 30 July 2021

Previous references

- ♦ P/20/0011/PAN
- ◆ P/20/1069
- ♦ CL/05/0439
- ◆ CL/14/0101
- ♦ CL/13/0455
- ♦ CL/16/0482
- ♦ P/20/0179

List of background papers

- Application form
- Application plans
- ► South Lanarkshire Local Development Plan 2 (adopted 2021)
- Neighbour notification adverted dated 13 January 2021

Consultations

Scottish Forestry Central Scotland Conservancy	01.04.2021
Environmental Services	11.01.2021
Countryside And Greenspace	19.07.2021
Business Development	19.07.2021
Scottish Water	29.12.2020
West of Scotland Archaeology Service	12.01.2021
Roads Development Management Team	21.07.2021
Aboricultural Services	23.04.2021
Nature.Scot	09.03.2021
Housing Services	08.06.2021

•	Representations Marissa Harding, Sent Via Email	Dated: 29.01.2021
	Mrs Karen Lindsay, Woodlea, Kersewell, Lanark, Edinburgh	07.02.2021
	Mrs Louise Hayley-Murray, 118, Knocklea, BIGGAR, ML12 6EF	07.02.2021 20.01.2021
	Dr Kirsty Jensen, Stanemuir Cottage, Edinburgh Road, Carnwath, ML11 8LQ	13.01.2021
	Mrs Anne Stillman, 4 Woodside Crescent, Kaimend, Carnwath, ML11 8LD	20.01.2021
	Mrs Claire Hardie, Crarae, Kerswell Avenue, Carnwath, Ml11 8LE	17.01.2021
	Ms Cherylwyn Stephenson, 1 Finlayson Lane, Carnwath, Ml11 8ta	23.01.2021
	Lauren Thompson, 22 Bertram House, Bertram Avenue, Carnwath, ML11 8TB	18.01.2021
	Sarah Mottram, Rhencuile, 7 Kersewell Avenue, Carnwath, Lanark, ML11 8LE	02.02.2021
	Gareth Waters, via Email	19.01.2021
	Mr Chris Vennall, Treefell, Woodside Crescent, Carnwath, ML11 8LD	27.01.2021
	Mr Chris Vennall, via Email	28.01.2021
	Miss Louise Ferguson, Heron Rise, Kersewell, Lanark, ML11 8LF	29.01.2021
	Mr Craig Wills, 15 Finlayson Lane, Carnwath, ml11 8ta	17.01.2021
	Mr Elliot Ferguson, Heron Rise, Kaimend, Lanark, ML11 8LF	29.01.2021
	Mrs Lesley Ferguson, Heron Rise, Kersewell, Lanark, ML11 8LF	29.01.2021
	Penny Millar, 2 Kersewell Terrace, Kaimend, Carnwath, ML11 8TL	19.01.2021
	Mrs Amy Taylor, 21 Craiglea, Kaimend, Carnwath, Ml118lb	17.01.2021
	Miss Eleanor Macintyre, 19 oggscastle road, Walston, Ml118nf	17.01.2021
	Mrs K Lindsay, Woodlea, Access For Kersewell College From A70 To Kersewell Avenue, Carnwath Lanark, South Lanarkshire, ML11	18.01.2021
	8LF Mr And Mrs CS Muir, North Lodge Kersewell, A70 From Carnwath To Boundary By Tarbrax, Carnwath, Lanark, South Lanarkshire, ML11 8LG	12.01.2021
	Mark Harding, via Email Rosa Muir, 35 Woodside Crescent, Kaimend, ML11 8LD	21.01.2021 20.01.2021
	Cherylwyn Stephenson, Received Via Email	25.01.2021

Mrs Paul Walker, 3 Warrack Close, Kaimend, Carnwath, Lanark, ML11 8TD	28.01.2021
Mr Graeme Tweedie, 4, Lang whang court, Carnwath, ML118QX	17.01.2021
Mrs Angela Murray, 1 Kerswell Terrace, Kaimend, ML11 8TL	14.01.2021
Mr Alex Muir, 35 Woodside Crescent, Kaimend, Carnwath, ML11 8LD	14.01.2021
Mr Charlie Kean, 7 Couthally Terrace, Carnwath, ML11 8HY	16.01.2021
Mr Brian Lindsay, Woodlea, Kersewell, Lanark, ML11 8LF	18.01.2021
Chris Chittock, Via Email	27.01.2021
Miss Helen Comloquoy, 5 Kersewell Terrace, Kaimend, Lanark, ML11 8TL	24.01.2021
John Proffitt, Via Email	27.01.2021
David McMunn, Via Email	27.01.2021
Mrs Barbara Harding, 3 Kersewell Terrace, Kaimend, Carnwath, ML11 8TL	14.01.2021
Richard Clay, Received Via E-mail	01.02.2021
Mrs Julie Brown, Cone View, Dolphinton, EH46 7HQ	17.01.2021
Mr Euan Taylor, Craiglea,, 21 Carnwath Road, Kaimend, Carnwath, ML118LB	17.01.2021
Mr Alex Muir, 35 Woodside Crescent, Kaimend, Lanark, ML11 8LD	14.01.2021
Alex Muir, 35 Woodside Crescent, Carnwath, Lanark, South Lanarkshire, ML11 8LD	15.01.2021
Barbara Harding, 3 Kerswell Terrace, Kaimend, Carnwath, ML11 8TL	15.01.2021
Dave And Angela Murray, 1 Kerswell Terrace, Kaimend, ML11 8TL	15.01.2021
Mr Richard Clay, 5 Kersewell Terrace, Kaimend, Carnwath, ML118TL	29.01.2021
Mr Alex Muir, 35 Woodside Crescent Carnwath, Lanark, ML11 8LD	16.02.2021
Mr Paul Goodman, 7 Marchfield Crescent, Dundee, DD2 1LE	09.04.2021
Ms Shona Finlayson, 9 COOPER COURT, CARNWATH, Lanark, ML11 8HE	06.05.2021
Lauren Thompson, Bertram House,	10.06.2021

Contact for further information

If you would like to inspect the background papers or want further information, please contact:-

James Wright, Planning Officer, Montrose House, 154 Montrose Crescent, Hamilton, ML3 6LB

Phone: 01698 455903

Email: james.wright@southlanarkshire.gov.uk

Paper apart – Application number: P/20/1847

Conditions and reasons

01. Prior to the commencement of development on site, a further application(s) for the approval of any of the matters specified in this condition must be submitted to and approved by the Council as Planning Authority, in accordance with the timescales and other limitations in section 59 of the Town and Country Planning (Scotland) Act 1997 (as amended).

These matters are as follows:

- (a) the layout of the site, including all roads, footways, parking areas and open spaces;
- (b) the siting, design and external appearance of all building(s) and any other structures, including plans and elevations showing their dimensions and type and colour of external materials;
- (c) detailed cross-sections of existing and proposed ground levels, details of underbuilding and finished floor levels in relation to a fixed datum, preferably ordnance datum
- (d) the design and location of all boundary treatments including walls and fences;
- (e) the landscaping proposals for the site, including details of existing trees and other planting to be retained together with proposals for new planting specifying number, size and species of all trees and shrubs and timing of all planting;
- (f) the means of drainage and sewage disposal.
- (g) details of measures to incorporate low and zero carbon energy generating technologies and design.
- (h) Community heating proposals
- (i) A detailed scheme for surface water drainage. Surface water from the site shall be treated in accordance with the principles of the Sustainable Urban Drainage Systems Design Manual for Scotland and Northern Ireland and with the Council's Sustainable Drainage Design Criteria and requirements and shall be agreed in writing with the Council as Planning Authority in consultation with SEPA.
- (j) details of measures to facilitate the provision of full fibre broadband to serve the development, including details of appropriate digital infrastructure and a timescale for implementation
- (k) archaeological interests including a programme of evaluation trial trenching throughout the site
- (I) archaeological interests specific to the Roman Road Scheduled Monument including a programme of monitoring and reporting throughout the A70 access works
- (m) design of all driveway access including visibility splays and all parking provision
- (n) Onsite habitat and biodiversity creation
- (o) Provision of electric vehicle recharging infrastructure
- (p) A Construction Environmental Management Plan which shall include a detailed construction programme including any utility diversions and details of any traffic management required on the A70. The plan should also provide details of access and parking provision for staff and visitors, intended working hours, how deliveries of materials will be managed and stored and what wheel washing facilities will be provided to prevent mud being carried on to the adopted road. The plan should also detail how any of these measures may change as the site is developed.
- (q) details of the proposed hours of operations of all commercial premises, predicted noise levels from the commercial uses and commercial waste disposal regime
- (r) all external lighting

- (s) pre-construction protected species surveys
- (t) details of all residential waste collection
- (u) Programme and methodology in relation to mitigating Japanese Knotweed
- (v) Woodland Removal and ongoing Management Plan
- (x) Access Management Plan

Reason: To comply with section 59 of the Town and Country Planning (Scotland) Act 1997 as amended.

O2 That the further application(s) required under condition 1 above shall include the detailed design of the new vehicular access into the site from the A70. For the avoidance of doubt, the new access should be designed in accordance with the Design Manual for Roads and Bridges and be subject to a full Safety Audit, in accordance with the Institute of Highways and Transportation Guidelines. It shall also incorporate a visibility splay of 4.5 metres by 215 metres measured from the road channel shall be provided on both sides of the vehicular access and everything exceeding 0.9 metres in height above the road channel level shall be removed from the sight line areas and thereafter nothing exceeding 0.9 metres in height shall be planted, placed or erected within these sight lines. No dwelling shall be occupied or any commercial use implemented prior to the access being constructed as approved by the Council, as Planning Authority.

Reason: In the interests of road safety

That prior to the 201st unit becoming occupied an emergency access link, designed to the satisfaction of the Council as Roads and Planning Authority, shall be constructed.

Reason: In the interests of road safety

